The FCC Competition Rules adopt a specific TSLRIC methodology for determining the forward-looking economic cost of providing unbundled network elements. (47 C.F.R. §51.505, 51.511) The FCC has chosen to call this methodology TELRIC, to reflect the fact that it applies to "elements" rather than "services."

The FCC Competition Rules require that any price established by a state commission for an unbundled network element may not exceed the forward-looking economic cost per unit of providing the element, as shown by a cost study that complies with the FCC's TELRIC methodology. (47 C.F.R. §51.503, 51.505(e)) That rule specifically prohibits the consideration of embedded costs, retail costs, opportunity costs, or revenues to subsidize other services in the calculation of the forward-looking economic cost of an element. (47 C.F.R. §51.505(d)) The rule does permit a reasonable allocation of forward-looking common costs (47 C.F.R. §51.505(c)), although the FCC recognizes that the level of such costs will likely be small when they are allocated to "elements" rather than "services." (FCC Competition Order, ¶678, 690) The rules also require that such rates be set on a geographically deaveraged basis, for at least three cost-related rate zones. (47 C.F.R. §51.507(f))

The FCC Competition Rules put the burden of proof with respect to the level of both direct costs and common costs on the incumbent LEC, which has superior access to the information necessary to make the required cost calculations. (47 C.F.R. §51.505(e); see FCC Competition Order, ¶680, 695) To the extent that the cost information made available to the Commission by GTEFL does not support the adoption of a rate consistent with the prescribed cost methodology, the Commission may establish an interim rate that is consistent with the proxies specified in 47 C.F.R. §51.513. (47 C.F.R. §51.503)

## **Attachment IV**

# BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

-000-

In the Matter of the Application of TCG-San Francisco (U-5454-C), TCG-Los Angeles (U-5462-C), and TCG-San Diego (U-5389-C) for Arbitration Pursuant to § 252(b) of the Telecommunications Act of 1996 to Establish an Interconnection Agreement with GTE California Incorporated

A. 96-08-013

## RESPONSE OF GTE CALIFORNIA INCORPORATED (U-1002-C) TO APPLICATION FOR ARBITRATION

Pursuant to Section 252(b) of the Telecommunications Act of 1996, Pub. L. No. 104-104, 110 Stat. 56 (1996) (the Act), GTE California Incorporated (U-1002-C) (GTEC) respectfully submits this Response to the Application for Arbitration filed by TCG-San Francisco (U-5454-C), TCG-Los Angeles (U-5462-C), and TCG-San Diego (U-5389-C) (collectively, TCG).

#### GENERAL

- 1. GTEC concurs that TCG has requested negotiations under Section 251 of the Act.
- 2. GTEC disputes that TCG has engaged in good faith negotiations with regard to its current proposal set forth in the TCG/Pacific Bell Agreement (Exhibit 9 to the Application), as modified by the Application. As the Application states (at page 5), TCG did not send such a proposal to GTEC until July 22, 1996;

the parties were not able to meet to discuss this new proposal before TCG filed its Application in this matter.

- 3. This Response is keyed to the TCG/Pacific Bell Agreement, which TCG requests this Commission to adopt (with some substantive modifications) for TCG and GTEC. The TCG/Pacific Bell Agreement is now pending approval before the Commission.
- TCG's Application raises numerous and complex issues and, as mentioned in ¶ 2, above, GTEC only recently received the TCG/Pacific Bell Agreement proposal. In this Response, GTEC states generally its position on the issues raised by TCG's In accordance with the bench ruling of the proposal. Administrative Law Judge (ALJ) on August 23, 1996, GTEC will provide a more detailed response with its prefiled testimony on August 27, 1996. Also in accordance with the ALJ's bench ruling, GTEC will review TCG's proposed agreement with respect to its compliance or non-compliance with the Act and Federal Communications Commission (FCC) rules, specifically including the FCC Local Competition Order. This Response incorporates by reference GTEC's prefiled testimony and materials to be submitted August 27, 1996.
- 5. In the spirit of resolving as many issues as possible prior to arbitration, GTEC and TCG will engage in face-to-face negotiations in Irving, Texas beginning August 26, 1996. As part of these negotiations, GTEC has provided to TCG its "model"

In re Implementation of the Local Competition Provisions of the Telecommunications Act of 1996; Interconnection between Local Exchange Carriers and Commercial Mobile Radio Service Providers, FCC 96-325, in CC Docket Nos. 96-48, 95-185 (released August 8, 1996).

interconnection, unbundling and resale agreement as a counterproposal to the TCG/Pacific Bell agreement. The parties are hopeful that many, if not all, issues will be resolved in these negotiations prior to hearing on this matter.

- 6. GTEC reserves the right to modify its positions before final submission to the Commission. For example, as noted in ¶ 5, above, the parties are continuing to negotiate and this may alter or narrow the scope of the hearing on this matter.
- testimony, this Response does not address the FCC's recent FCC Local Competition Order. The FCC Local Competition Order will properly be subject to judicial review. In addition, the FCC Local Competition Order will not be effective until thirty (30) days after publication of a summary of the Order in the Federal Register. FCC Local Competition Order, ¶ 1442. As of the date of filing this Response, the required summary has not been published in the Federal Register and therefore the Order could not be effective prior to September 25, 1996. GTEC also anticipates that various parties may seek a federal court stay of the Order pending appeal. If such a stay is granted, the Order would not become effective until after the federal appellate court completes judicial review.
- 8. GTEC requests the opportunity to provide briefs in this matter at he conclusion of the hearing.

#### OBLIGATIONS UNDER THE ACT

9. The Act is intended to promote competition in the local exchange market by imposing certain requirements upon (a) all telecommunications carriers, (b) all local exchange carriers (LECs), and (c) all incumbent local exchange carriers (ILECs). These obligations are set forth in Sections 251(a), (b) and (c), respectively.

Most of the issues presented in this arbitration are governed by the ILEC obligations contained in Section 251(c), which sets forth the standards under which the six duties imposed on ILECs will be judged. In summary, Section 251(c) requires ILECs:

- (1) to negotiate in good faith (it also requires that the requesting carrier negotiate in good faith);
- (2) to provide interconnection for the transmission and routing of exchange service and access at any technically feasible point on just, reasonable and nondiscriminatory rates, terms and conditions;
- (3) to provide, for the provision of telecommunications service, unbundled access at any technically feasible point on just, reasonable and nondiscriminatory rates, terms and conditions;
- (4) to offer for resale at wholesale rates services the ILEC provides to end users;
- (5) to provide notice of network changes that would affect interoperability; and
- (6) to provide for collocation on just, reasonable and nondiscriminatory rates, terms and conditions.

See Section 251(c)(1)-(6).

10. While on August 8, 1996, the FCC released its FCC Local Competition Order (which is not yet effective), Section 251(d)(3) of the Act nonetheless allows state commissions the power to

establish their own rules governing interconnection and unbundled access (in accordance with their state statutory jurisdiction and authority), so long as the state rules do not "substantially" prevent the implementation and purposes of the Act. Section 251(d)(3) provides that:

- (d) (3) <u>Preservation of state access regulations</u>. In prescribing and enforcing regulations to implement the requirements of this section, the Commission shall not preclude the enforcement of any regulation, order, or policy of a State commission that --
  - (A) establishes access and interconnection obligations of local exchange carriers;
  - (B) is consistent with the requirements of this section; and
  - (C) does not substantially prevent implementation of the requirements of this section and the purposes of this part

### (Emphasis added.)

- 11. The Act commits to state commissions the exclusive power to determine prices for interconnection and unbundled elements and to determine avoided costs for resold services:
  - (d) Pricing Standards.
    - (1) Interconnection and network element charges.

      Determinations by a State commission of the just and reasonable rate for the interconnection of facilities and equipment for purposes of subsection (c)(2) of section 251, and the just and reasonable rate for network elements for purposes of subsection (c)(3) of such section --
      - (A) shall be:
        - (i) based on the cost (determined without reference to a rate-of-return or other rate-based proceeding) of providing the interconnection or network element (whichever is applicable), and
        - (ii) nondiscriminatory, and

- (B) may include a reasonable profit.
- (2) Charges for transport and termination of traffic.
  - (A) In general. For the purposes of compliance by an incumbent local exchange carrier with section 251(b)(5), a State commission shall not consider the terms and conditions for reciprocal compensation to be just and reasonable unless --
    - (i) such terms and conditions provide for the mutual and reciprocal recovery by each carrier of costs associated with the transport and termination on each carrier's network facilities of calls that originate on the network facilities of the other carrier; and
    - (ii) such terms and conditions determine such costs on the basis of a reasonable approximation of the additional costs of terminating such calls.

\* \* \*

(3) Wholesale prices for telecommunications services. For the purposes of section 251(c)(4), a State commission shall determine wholesale rates on the basis of retail rates charged to subscribers for the telecommunications service requested, excluding the portion thereof attributable to any marketing, billing, collection, and other costs that will be avoided by the local exchange carrier.

Section 252(d)(1)-(3) (emphasis added).

#### DISPUTED ISSUES - PRICE

- 12. This proceeding, distilled to its essence, presents three fundamental issues that govern all others:
  - (1) Whether the prices (a) at which TCG is afforded interconnection with GTEC's network, (b) at which TCG purchases the services of GTEC for resale, and

- (c) at which TCG accesses GTEC's network elements, will compensate GTEC fully for the loss or use of its property and will promote efficient entry into the local telephone marketplace;
- (2) Whether GTEC will be able to recover all of the costs associated with reengineering and modifying its network and systems to accommodate TCG's demands, assuming, of course, that GTEC has a legal obligation to meet these demands; and
- (3) Whether it is technically feasible at this time for GTEC to accommodate all of TCG's requests at a cost that TCG is willing to pay.
- 13. TCG's proposed agreement would require that GTEC provide interconnection, services for resale and unbundled network elements for prices at or below cost, thereby requiring GTEC's shareholders and customers to subsidize TCG's entry into the local telecommunications market. Not only is this inconsistent with the requisites of the Act, but both the United States Constitution and the Constitution of the State of California require that GTEC be allowed to recover its reasonable costs and a reasonable return on its investment.

At a minimum, constitutional law and the Act itself (properly construed in light of constitutional strictures) require that GTEC be permitted full recovery (on a going-forward basis) of: (1) its incremental costs, correctly calculated; (2) joint and common costs; (3) lost contribution (i.e., those amounts used to subsidize other services); (4) with respect to access to unbundled network elements, the full costs of such unbundling; and (5) with respect to resale, prices which reflect

correctly calculated avoided costs.<sup>2</sup> TCG's proposed agreement fails in these regards.

- 14. As detailed in its prefiled testimony to be submitted on August 27, 1996, GTEC is not in agreement with a number of TCG's price proposals, including but not limited to:
  - a. <u>LATA-wide termination</u> TCG's proposal does not provide sufficient compensation for inter-tandem transport; GTEC proposes an alternative.
  - b. <u>TCG routing points</u> TCG inappropriately proposes phantom switch locations for compensation purposes; GTEC proposes an alternative.
  - c. Collocation discounts TCG inappropriately proposes discounted pricing for collocation; GTEC will shortly refile its federal collocation tariff, which should be employed for collocation in California. The Commission should note that mandatory physical collocation as provided by the Act constitutes a per se taking of GTEC's property. Loretto v. Teleprompter Manhattan CATV Corp., 458 U.S. 419 (1982); FCC v. Florida Power Corp., 480 U.S. 245 (1987).
  - d. <u>Wireless traffic</u> TCG's proposals for the routing of and compensation for wireless traffic do not provide appropriate compensation; GTEC proposes an alternative.
  - e. Access charge revenue sharing The TCG/Pacific Bell agreement on this issue is peculiar to those companies' negotiation and should not be forced on GTEC; GTEC proposes alternatives keyed to the FCC's access reform efforts.
  - f. <u>Transport and termination</u> TCG's proposed rates do not provide the compensation required by the Act and the Constitution; GTEC proposes alternatives.

The Commission should note that even proper pricing and costing under these principles will only provide compensation for the taking or use of GTEC's property on a going-forward basis. In addition, constitutional law requires that GTEC must also be permitted to recover its embedded costs. However, GTEC believes that recovery of these historic costs may be properly resolved in federal and state universal service fund proceedings.

- g. <u>Unbundled network elements</u> TCG's proposed rates do not provide the compensation required by the Act; GTEC proposes alternatives. The Commission should note that mandatory unbundled access to GTEC's local loop as provided for by the Act constitutes a <u>per se</u> taking of GTEC's property.

  <u>Loretto</u>, <u>supra</u>; <u>FCC v. Florida Power Corp.</u>, <u>supra</u>.
- h. Wholesale discounts GTEC proposes specific discount levels based on its avoided costs. While the existing and interim discounts set forth in the proposed agreement may be acceptable, these discounts are contingent and this contingency is unacceptable.

#### DISPUTED ISSUES - OTHER THAN PRICE

- operational and administrative matters. In general, GTEC disputes the applicability of the TCG/Pacific Bell Agreement to GTEC and with respect to each and every issue raised by that agreement and GTEC offers its own agreement instead. Recognizing this, GTEC is nevertheless in agreement with certain of TCG's proposed positions, but it cannot agree with several items, including, but not limited to:
  - a. <u>LATA-wide termination</u> Technical limitations make this proposal infeasible; GTEC proposes an alternative.
  - b. Meet-point trunking Technical limitations exist with regard to the proposed passing of Feature Group D signaling for tandem-to-tandem routing of switched access calls; GTEC proposes an alternative.
  - c. <u>Intercompany performance standards</u> While GTEC believes that voluntary performance standards may be negotiated, penalty provisions are inappropriate.
  - d. <u>Shared space collocation</u> TCG's proposal is not required by the Act and must be rejected.

- e. <u>Interconnection arrangements</u> Certain definitions and operational proposals require clarification or modification to be workable with GTEC's network.
- f. <u>Unbundled network elements</u> Certain definitions and operational proposals require clarification or modification to be workable with GTEC's network and systems.
- g. Access to poles, conduits and rights of way GTEC offers an alternative agreement better suited to its operations GTEC reserves its rights on legal issues with regard to apportioning or "subletting" rights of way, especially private easements. The Commission should also note that mandatory access to GTEC's poles, ducts, conduits and rights-of-way provided for by 47 U.S.C. § 224, as amended by the Act, constitutes a per se taking of GTEC's property. Loretto, supra; FCC v. Florida Power Corp., supra.
- h. <u>Directory assistance and operator call completion</u>
  <u>services</u> Certain definitions and operational
  proposals require clarification or modification to
  be workable with GTEC's network and systems.
- i. White page listings GTEC proposes an alternative.
- j. Number portability Due to industry-wide implications, the provision of interim and permanent number portability should be deferred to the pending proceedings and efforts of this Commission and the FCC.
- k. <u>Wireless traffic</u> TCG's proposal for interconnection arrangements for the transport of wireless traffic are not reasonable; GTEC proposes an alternative.
- 1. "Additional agreements" The Commission must reject TCG's position that additional agreements negotiated in the future between TCG and Pacific Bell be automatically applied to GTEC.

#### IMPLEMENTATION SCHEDULE

16. GTEC and TCG are already physically interconnected for the exchange of local exchange traffic. With regard to other

arrangements and intercompany services, GTEC's prefiled testimony will address particular implementation issues and timetables.

#### CONCLUSION

During the course of this proceeding, GTEC will demonstrate the extent to which TCG's proposals are contrary to the Act. In sharp contrast, GTE's proposals will lead to the development of a competitive telecommunications marketplace where all parties —including ILECs— have the same opportunities and bear the same responsibilities in providing an essential public service.

Dated: August 26, 1996.

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### CERTIFICATE OF SERVICE

I hereby certify that: I am over the age of eighteen years and not a party to the within entitled action; my business address is One GTE Place, CA500LB, Thousand Oaks, California 91362-3811; I have this day served a copy of the attached Response Of GTE California Incorporated (U 1002 C) To Application For Arbitration, on each party or his attorney of record by depositing a copy thereof in a sealed envelope with postage thereon fully prepaid in the United States Mail at Thousand Oaks, California as shown on the attached list.

I declare under penalty of perjury that the foregoing is true and correct. Executed this 26th day of August, 1996, at Thousand Oaks, California.

DEBBIE J. WHITSON

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I, Stan Miller, do hereby certify that copies of the foregoing Opposition for a Motion to Stay were sent via first class mail, postage paid, to the following on this 4th day of September, 1996.

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